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ABSTRACT

Current efforts to promote educational opportunities for Blacks at community colleges are reviewed in this special report by the Council on Black American Affairs (CBAA). CBAA Chairman Donald H. Godbold outlines Council activities in 1979, which included participation in the Congressional Black Caucus Brain Trust and in discussions with officials at the Office of Education. Recent activities and changes in the CBAA regions are then discussed. Next, a CBAA report to the Office of Education outlines the history of the CBAA, affirms the importance of community colleges to Blacks, and makes recommendations for the improvement of student financial aid and federal legislative funding. A discussion of the implications of California's Proposition 13 for minorities and community colleges is then presented; emphasis is placed on the need to preserve open admissions, low tuition rates, local control, and community outreach programs. The report concludes with a CBAA response to Proposition 13 and four resolutions calling for: (1) reaffirmation of commitment to affirmative action in the face of the Bakke decision; (2) specific measures to counteract Proposition 13; (3) the provision of legal aid to Blacks who may be threatened by staff cutbacks at colleges; and (4) opposition to voucher systems. (JP)

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Council on Black American Affairs

A Council of the American Association of Community and Junior Colleges

A SPECIAL REPORT

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Summer 1979

Published by the National AACJC Council on Black American Affairs

Chairman, Dr. Donald H. Godbold
Vice Chancellor of the Peralta Colleges
300 Grand Avenue, Oakland, CA 94610

A SPECIAL REPORT

Summer 1979

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Editor, Shirley A. Buford
Western Region member

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Chairman's News

Another active year for the National Board of Directors is reflected in this special report of the Council on Black American Affairs; its members are constantly pursuing better opportunities for minorities at the higher education level.

Doris Ward, San Francisco City College Trustee, developed a forum for the Association of Community College Trustees, with the discussion of "The Changing Role of Community Colleges Concerning Minorities." The panel included moderator George Garrison and CBAA members George Herring, Hattie Jackson, Janice Kennedy and Howard White, Jr.

President of the North Central Region, Hattie Jackson, represented the Council at an invitational meeting of the Congressional Black Caucus Brain Thrust.

North Central's Reginald Wilson, President of Wayne County Community College, testified before the Education Sub-Committee regarding the relevance of Title III funding for community colleges.

I was pleased to represent the Council in Warrington, Virginia at the Assembly of the American Association of Community and Junior Colleges by participating in the development of the national statement on life long learning, "Assembly on Policies for Life Long Education."

Western region president, John Rivers, and I developed the "Affirmative Action Resolution on the Bakke Decision," which was accepted by the AACJC's Board of Directors and the Commission on Governmental Affairs.

The Council sponsored two forums at the 1979 AACJC Convention held in Chicago. The forums were, "Alternative Approaches for Assessing College Potential," moderated by Carolyn Williams, and "Techniques that Assist in the Retention and Success of Black Students," moderated by George Herring. Hattie Jackson, John Rivers, Vivian Rose, Kenneth Haskins, Sue Haynes and Carl Mack, Sr. presented discussions as panel participants.

Ms. Jackson and I participated in a meeting of the AACJC Commission on Governmental Affairs and requested an appointment for a CBAA Member to one of the at-large vacant seats. This resulted in the appointment of Edwin Thompson, President of Atlanta Junior College.

Assistant Secretary of Education (Health, Education and Welfare Department) Mary Berry, arranged for us to meet with Mel Hollis, special assistant to Dr. Berry and Jim Vanecko, deputy assistant secretary. Our discussion focused on the history of the Council and our position on the Higher Education Act, as amended.

The office of Education representatives shared in discussions on the relevance of community colleges in the educational needs of minorities, and the necessity for Title III funding. Our discussions centered on the federal government's role in assisting in the removal of some barriers that block funding, and assisting in the community college's efforts towards continuing the tradition of offering occupational programs. We agreed to concentrate on legislature which create those barriers and to share in communications on bills which affect community college funding.

The representatives of the Office of Education requested additional copies of the materials prepared for the meeting (the materials are re-printed in this special report).

Carolyn Watson, conference coordinator and Public Information Officer for the National Association For Equal Opportunities (NAFEO) invited us to a Board Seminar in Pine Isle, Georgia. In a cooperative effort to reach a mutual position on the Title III of the Higher Education Act, as amended, we met with Samuel Meyers, Executive Director and Charles Lyon, Board Chairman and other NAFEO members. A summary of our agreement follows:

- We agreed to cooperate organizationally through a collaborative approach by opening lines of communication, combining our strengths and setting common goals that assist Blacks in attaining quality education.

- Title III of the Higher Education Act, as amended. We agreed to pursue increased appropriations for Title III funds. We want to specify that strict guidelines are set in order to accommodate the needs of the disadvantaged students and developing colleges. We also want to be assured that community colleges are eligible for Title III funds and Title X funds as well.

In closing this year's CBAA report on activities, I want to say that it has been my pleasure to serve as the National Chairperson for the Council and add that I am honored to have been associated with the growth and development of this strong professional organization of Black educators. Those members who are visible and prominent in the CBAA's activities represent a growing resource of strength for the organization.

My efforts are a labor of love. Throughout the ten years I've represented the CBAA, from the "Black Caucus of the AACJC" to the present, I have learned and I believe that anything can be accomplished when there is a committed group and a unified effort made. □

Dr. Donald H. Godbold
National CBAA Chairman

An Update

The Regions Get Ready for the 1980's

North Central Region

Looking forward to the new year, work has begun on the Fourth Annual Conference, scheduled for April 1980 in Chicago, hosted by the Chicago City Colleges. The new chairman of the Board and conference chairperson, Nathaniel Willis, will develop the program conference theme, "Educational, financial and Political Imperatives for the 1980's: A Community College Perspective."

Hattie Jackson, outgoing chairperson, has turned the leadership role over to Dr. Willis and continues to promote the Council through work with outside groups. She works closely with the Congressional Black Caucus Brain Thrust, she was selected as a Danforth Fellow for St. Louis Metropolitan Leadership Program 1979-80 from the public educational sector, and she has written an article entitled, "Minorities and Two-year Colleges: Past and Future," which was published in the AACJC Special report, *Minorities and Community Colleges*.

The North Central Region members are working on the development of global and international education, aiding in the development of two-year colleges in African countries, with heavy concentration on programs which assist Black students. Other areas of work include preparing students for transfers to four-year colleges, funding for non-traditional students, admissions procedures and the retention of Black students in the community colleges.

A major objective is to identify issues which affect Blacks in the community colleges and also to develop strategies that have positive impact on these issues.

Members want to establish articulation procedures with predominantly and traditionally Black four-year institutions through creating a structure for ongoing communications exchange between faculty and administrators, and thereby eliminating the growing tension between the two and four-year colleges.

There is an ongoing need to involve students in the regional activities and the Council has invited student participation on the Board and in the general activities of the Council.

A concerted effort is being made in the region to improve the satus of the community and junior colleges among legislators, and to establish good communications between other Black educational organizations.

North Central Region Officers of the Board

Chairperson	Nathaniel Willis
Vice Chairperson	Maurice McCall
Secretary	Shirley Carlson (Correspondence)
Secretary	Teresa Fatoba (Membership)
Treasurer	Carolyn Williams
Parliamentarian	Earnest Gibson

Western Region

Board Chairman John Rivers of Monterey Peninsula College set several goals for the Western Region Council and brought these to the attention of the membership at the fifth annual conference held in San Jose, California in February.

Of highest priority is the goal to continue to increase official memberships in the Council. During the year, a number of specific activities were initiated in the recruitment area for the purpose of strengthening the CBAA.

Board members were assigned the responsibiliy for increasing membership by recruiting in their local areas. The Western Region Chairman has begun to meet with Black community college educators region-wide who are interested in forming chapters of the Council. Over 1600 pieces of mail was sent to individuals who attended past conferences and this helped to reestablish contact with past members. Also, Council members have been successful in recruiting new members at CBAA sponsored workshops and fund raising events.

With the increase in membership came an increase in direct services to members through placement services information, a regular newsletter, staff development workshops and the annual conference. The following are highlights of activities and services sponsored by the Western Region.

- Three survival workshops on the impact of Proposition 13.
- A fact-finding committee composed of Black educators in Northern California was established to encourage progress and achievement by Blacks in the small rural colleges.
- The formation of legal services for CBAA members.
- A student commission formed to work on a regional student conference scheduled for November.
- A commission on affirmative action, esablished to develop a well conceived and strong policy which shall become the Council's official position on affirmative action, and to monitor affirmative action issues within the region.
- A clearinghouse for position papers, reports and research findings.
- Activities sponsored include, a family picnic; a minibusiness conference; a regional student conference; a legislative workshop, and the annual conference scheduled for March 1980 in Oakland,California.

Communications have been firmly established with the following organizations: The California Teachers Unions, Association of Community College Administrators, The Western Region Office of the NAACP, The California legislative Black Caucus, The State Chancellor's Organization on the Finance Package, and the California EOPS Directors' Association.

Additionally, the Western Region Board issued the following statements related to legislative actions: 1) Position Statement on the Impact of Proposition 13 on Affirmative Action Programs and Educational and Staff Reductions, 2) Position Statement on Affirmative Action, and 3) Position Statement on AB 3252 by Maxine Waters.

Many of the activities and directions outlined here emanated from the resolutions passed at the San Jose Conference.

Western Region Board of Directors

Chairman	John H. Rivers
Vice Chairman	Thomas L. Stevens, Jr.
Secretary	Geri J. Spears
Treasurer	John B. Greene
Parliamentarian	Odell Johnson

Northeast Region

The Northeast Region became an official organized unit of the CBAA this year through the dedicated work and planning of Howard White, Jr., Leonard Lockley, Samuel Banks and other interested educators within the region.

The first annual conference, held at Essex Community College in February, was the offshoot of the planning team that presented a forum entitled, "Minority Access to Higher Education after Bakke . . . Challenges and Opportunities."

An at-length discussion was held on student support programs and the results of less state and federal financial support. Of major concern to the group are minority students who are becoming educationally short changed in their pursuit of increased access to higher education and new career opportunities. Initially, the new financial aid guidelines imposed financial hardships on independent students who receive no other financial support. Recently, however, the guidelines were changed to the satisfaction of financial aid administrators.

Discussions also involved the increased number of bilingual students, particularly Spanish speaking, who have caused educational administrators in the region to reassess the role of bilingual education programs. It was agreed that most bilingual programs do not go far enough to improve the basic skills of non-English speaking citizens, nor do career programs prepare the students for the more economically profitable jobs in society.

The conference addressed the problems of older Americans and called for the development of a wide range of educational programs that meet the needs of older Americans and life long learning. The concern that many potential community college minority students need comprehensive counseling programs, prompted the Northeast Region to establish as a regional goal the development of counseling services. Continuing education has the flexibility to offer programs for credit or non-credit at times that are less restrictive for older Americans and working minorities.

The first Annual conference of the Northeast Region on Black American Affairs concluded with a summary by Vice Chancellor, New Jersey State Department of Higher Education, Dr. Jonas Rosser, who suggested to the conferees that the road was long to reduce the academic problems

of minorities in Higher Education. He complimented the regional group on undertaking the task and offered his support and best wishes for a great beginning.

Northeastern Region Board of Directors

Chairman ..... Leonard Lockley
Vice Chairman ..... Samuel Banks
Secretary ..... Lynette Carnachine
Treasurer ..... Howard White, Jr.

Council Members Papers Published

Three Council members' papers were published in the AACJC's recent publication, *Minorities and Community Colleges, Data and Discourse*, under "Minority Leaders Speak." Mildred Bell of the Dallas County Community College District's El Centro College, wrote of "An Evolving Developmental Studies Program;" Donald Godbold of the Peralta Community College District in Oakland wrote of the "Efficacy of Community College for Minorities," and Hattie Jackson of the St. Louis Community College wrote of "Minorities and the Two-Year College: Past and Future."

Southern Region

Under the leadership of Dr. Janice Kenendy of S. D. Bishop State Jr. College in Mobile, Alabama, the Southern Region CBAA is in preparation for the 1980's. A recent meeting in Ft. Lauderdale, Florida became a planning forum for the 1980 annual conference.

The conference, scheduled for March, will take place in Miami with Miami-Dade as the host college. Conference coordinator, Bennie Moore, from the New World campus of Miami-Dade Disrict, will develop the theme, "Political Influences on Higher Education in the 1980's: The Need for Awareness and Action."

Southern Region Council on Black American Affairs Board of Directors

President ..... Janice R. Kennedy
Vice President ..... Carl Crawford
Secretary ..... Dowartha E. Davis
Treasurer ..... Willie Clemons
Parliamentarian ..... Wistar Withers

Office of Education Staff Welcomed CBAA Members

Dr. Mary Berry, Assistant Secretary of HEW, Office of education, arranged for two of her staff members, Mel Hollis and Jim Vanecko in Washington, D.C. to meet with CBAA members Donald Godbold and Hattie Jackson in July.

The meeting took place with the purpose of informing Dr. Berry's staff of the Council on Black American Affairs, and to discuss with them the issues in community colleges that affect Blacks and other minorities.

A packet of information was presented to Mr. Vanecko and Mr. Hollis, including the history, goals and objectives of the Council, its accomplishments and the position of the Council on the Reauthorization of the Higher Education Act of 1965 as Amended.

A lengthy discussion followed which focused on the concerns of the CBAA and the Office of Education. Issues discussed were:

- the lack of employment of Blacks in the National Office of the American Association of Community and Junior Colleges and the lack of Black representatives on its Board of Directors,
- the growing tension between two and four-year colleges regarding federal funding,
- attrition rate among Black and other minority students in community colleges,
- community college participation from Black students in four-year institutions of higher education.

According to Mr. Hollis and Mr. Vanecko, the federal role in education is to encourage equal access and opportunities for all people. They emphasized the need for the Council to assist them in articulating what functions community colleges carry out effectively which are within the scope of the federal role function as they relate to such areas as statistical picture for access, geographical influences and career education.

(The information presented to the Office of Education staff follows in this publication.)

THE COUNCIL ON BLACK AMERICAN AFFAIRS

The Council on Black American Affairs (CBAA) is one of thirteen councils affiliated with the American Association of Community and Junior Colleges (AACJC). The AACJC allows special interest groups who meet certain criteria and are approved by the Board of Directors to become councils of the Association.

The CBAA began as a loosely organized ad hoc black caucus that confronted the AACJC at successive annual conventions of the Association from 1969 to 1973. The "Black Caucus" wanted greater representation of minorities, particularly Blacks, in the activities and programs of the Association, on the staff, and on the Board of Directors. The activities of the Caucus during this period resulted in five Blacks being elected to the Association's Board of Directors, the establishment of an Office of Minority Affairs, and a study, entitled "Project Focus."

The project was a study of the Association's relevance to its membership and the field of community college education. The study resulted in a reorganization of the structure of the Board of Directors, and the recommendation that special interest groups be allowed to affiliate with the Association as councils. The Black Caucus was able to meet the criteria established for councils, and immediately formed into the Council on Black American Affairs. Approval for affiliation with the American Association of Community and Junior Colleges was granted in 1972. The purposes of the CBAA as stated in its constitution are as follows:

Section 1: The purpose of the CBAA shall be to organize and to operate for educational purposes as they pertain to effective education of Black people in America, to the enhancement of the American culture and the development of the nation's total human resources.

Section 2: The CBAA shall be affiliated with the American Association of Community and Junior Colleges as a non-profit, charitable and educational organization to provide a national body with which Black constituents of community and junior colleges can affiliate and identify in the interest of more effective education as it relates to Black people, and to further the aims and purposes of the American Association of Community and Junior Colleges as set forth in Article II of that organization's constitution.

Section 3: The CBAA shall direct its efforts toward matters of curricula, data collection and dissemination, communication among its members and with the AACJC, recommendation of task forces, service as a resource to other councils of the AACJC, and pursue solutions to problems of education with which Black people are confronted, through joint efforts with other segments of Black higher education.

The CBAA is a national organization that is structured around four regions — the Northeast, North Central, Southern and Western. Each region is organized with duly elected officers and a board of directors. Each region also holds annual conferences that together attract more than 1,500 participants a year. The president and elected members from each region constitute the National Board of Directors. The National Board also has the authority to make its own appointments.

The establishment of the CBAA has provided a national body whereby faculty, students, administrators, and non-teaching personnel can affiliate and identify in the interest of more effective education and employment of Black people.

Through the development of Black talent, the Council feels that it can strengthen the American culture and encourage the development of the nation's total resources. The CBAA's main objectives are:

- to insure greater involvement of Blacks and other minorities in AACJC activities,
- to provide a national platform from which the legitimate and unique needs and concerns of Black people can be given the widest possible exposure,
- to institute positive action at the federal, state and local levels to bring to bear all available resources in order to alleviate these problems,
- to disseminate information about employment opportunities in community colleges and to establish a repository of names of Blacks seeking positions,
- to sensitize community college staff members to the special needs of black students in non-academic areas (personal counseling, career guidance, academic advisement, financial aid, etc.),
- to establish a library collection of information about and useful to, Blacks in the community college system,
- to develop effective cooperative working relationships with other professional and service organizations concerned with the education and welfare of Black people.

The most significant aspect of the CBAA is that it is the only national black organization developed specifically to represent the welfare of Blacks at the community college level. Although the Council is interested in education at all levels and the welfare of all people who aspire to obtain an education throughout life, we feel it incumbent upon Blacks involved in community college education to maintain the existence of an organization such as the CBAA to amplify concerns from our perspective.

Statement on Community Colleges: Their Relevance to Blacks and Minorities

The Council on Black American Affairs feels that community colleges represent the only level of education that has shown a measurable response to the activism of the late 50s and 60s even though, in many respects, the response could be improved upon. Community colleges

have served the unique needs of many Black Americans that would have gone unserved. The horizons of many Blacks have been broadened and doors of opportunity opened as the result of community colleges. Community colleges have provided low cost postsecondary education within commuting distance, or reasonable proximity, to the homes of many Blacks in large urban areas. In California no tuition is charged. Community colleges have eliminated the barriers for admission to college and, in most instances, admit anyone eighteen years of age or older who can profit from education at this level, irrespective of prior educational attainment or possession of a high school diploma.

Community colleges accept as part of their mission the need to offer programs and courses in basic skills, continuing education, job upgrading, licensure for technical and specialized occupations, women's reentry, and cultural enrichment through community services, among others. These programs are offered in addition to comprehensive curricula and skill training programs in transfer-liberal arts and occupational education. Community colleges offer short courses and award certificates of completion as well as Associate degrees. They provide an opportunity for career exploration, and offer a second chance for those who have been unsuccessful in prior attempts to attain an education beyond high school.

Community colleges are the only institutions, at any level, that are serious about services provided students; such as those of counseling, career guidance, part-time and temporary job placement while students are in attendance, as well as after their completion of occupational programs. Most community colleges also provide out-of-class instructional support programs for tutoring and learning assistance. Blacks in attendance at community colleges have been the recipients and beneficiaries of these opportunities and resources.

As the role of community colleges in the lives of blacks is pondered, attention should be directed to Chicago, Cleveland, Detroit, New York City, Oakland, Los Angeles, Miami, and Dallas where large numbers of Blacks and other minorities are found. To a large measure, Blacks and other minorities in these cities constitute a majority of the student population enrolled at community colleges. Fifty-five percent of all undergraduate students begin their college experience in a community college. It is estimated that 75-80 percent of Blacks who enter higher education as beginning freshmen do so at community colleges. fifty-six percent of the total undergraduate minority enrollment in higher education is at community colleges: 56 percent Black, 59 percent Hispanic, 71 percent American Indian or Alaskan Eskimo, and 55 percent Asian. Close to 50 percent of all entering freshmen in California, irrespective of race, enter higher education at community colleges, of which one-third are minority. During the period from 1969 to 1973, it was this fact that caused Blacks and other minorities to actively point out the underrepresentation and lack of attention given to the problems of minorities by the primary National Association representing community colleges. It is also a reason why the role of community colleges in the lives of Blacks and other minorities cannot be ignored.

Community colleges have been the most valuable medium in assisting Blacks in their quest for education beyond high school in the last twenty years. The regressive tendencies being indicated at the four-year college level suggests that they will remain so for another twenty years if eroding influences such as the Bakke decision, Proposition 13, the subtleties of quality education, concerns about the mission of the community colleges (all things to all people), faculty unionism, increased tuition, increasingly restrictive admissions requirements, and other economic factors are not counteracted.

It is in the area of Black and minority employment that the community college field has been the least responsive nationally, which is a concern of the CBAA. The Council endorses affirmative action as defined by Executive Orders and federal legislation and recognizes that community colleges have provided some increase in opportunities for employment and professional careers in education for Blacks. Nevertheless, the track record for Black employment is admittedly poor, particularly at faculty and executive administrative levels. However, a number of Blacks have established substantial careers in the community colleges.

The argument is often presented by a few educators, particularly some who are black, about the lack of empirical or statistical data to support the efficacy of community colleges for Blacks. The CBAA concurs with this concern. It is also concerned about the use of minority demographic data to attract external funds, the argument that the traditional methods by which student success is measured are not totally applicable to community colleges still prevails, is accurate and valid. Many of our students, including those who are white, do not persist for two years at community colleges for a variety of reasons: they find jobs, transfer to four-year institutions before graduation, or "stop out" and continue at a future time. Many of the students are already employed and attend to upgrade job-related skills and others use community colleges to pursue their ambitions for lifelong learning. These reasons added to the transient nature of some of our students, make them to a large extent unquantifiable statistically except in recognition of the fact they are no longer in attendance at a given time. In most instances it is impossible to formulate methods to find out why many students leave the colleges or where they go. It should be noted that often students are also in attendance for more than two years.

Recommendation:
Reauthorization of the Higher Education Act of 1965, as Amended

Student Aid

Financial aid has been traditionally aimed at the support of unmarried, full-time students, 18-22 years of age. The Council on Black American Affairs (CBAA) feels that the financial aid provided students should be need based and consider the changing characteristics of the student population, now involved in postsecondary education at all levels, and the changing characteristics that are par-

ticularly noticeable at community colleges. Today's students are older (average age is approaching 30), more are married or heads of household (44 percent), and more are attending college part-time (approximately 66 percent).

The CBAA supports the following positions regarding student aid:

1. The existing programs of financial aid (BEOG, SEOG, SIG, CWS, GSL) should be continued; but be appropriately revised in their implementation and administration to accommodate the changing characteristics of students enrolled in community colleges as indicated above.

2. The needs analysis forms used for purposes of determining need should be standardized for all federal student aid programs. The revised forms should be simplified for the users and compatible for analysis by more than one processor including locally approved data processing services. At community colleges, unlike four-year colleges, turn-around time is an important variable in meeting students' needs for financial assistance. The CBAA also concurs with the American Association of Community and Junior Colleges in recommending the elimination of the needs analysis processing fee.

3. The one-half cost limitation and $200 minimum should be removed from the Basic Educational Opportunity Grant Program; and this program implemented at the actual cost of attendance at the institution at which the student is in attendance for the year.

4. The need for financial assistance for students enrolled at less than half-time should be recognized and supported by student financial assistance programs.

5. The Guaranteed Student Loan Program (GSL) should be returned to a needs based program. The temptation for low income students to borrow heavily to pay for postsecondary education through the GSL puts on them an additional financial burden which is a matter of concern to the CBAA and community colleges. The escalating costs to the government of the GSL program also concerns the CBAA because the cost of loan subsidies has the potential of intruding upon other federal student aid programs, especially grant programs.

The CBAA concurs with the AACJC in recommending that eligibility for the interest subsidy be established at a realistic level.

6. Tuition tax credit should not be allowed as a substitute for direct financial assistance to students at the expense of increases in the amounts allocated for the direct assistance programs. It is the position of the CBAA that such legislation would not be in the best interest of minorities and the poor who need the benefit of direct financial assistance. This kind of legislation is also considered to be detrimental to the best interests of public institutions at which most minorities and the poor are in attendance.

7. States with State Student Incentive Grant Programs (SSIG) while adhering to maintenance of effort provisions should be encouraged to expand their programs through federal incentives without fear of federal mandates or sanctions if they do not. Additional incentives for coordination of SSIG programs do not appear necessary.

HEA Title III

The CBAA recommends that the amount set aside in Title III legislation for community colleges be increased from 24 percent to 35 percent. Community colleges have now undertaken some of the responsibility for educating large numbers of minority and poor students, particularly blacks, that formally accrued to the Historic Black colleges. The mission, philosophy and instructional methodology of community colleges readily lend themselves to this effort. Additionally, the number of community colleges place them in greater proximity to where minorities and the poor happen to be. While the interest of the CBAA is not meant to be intrusive upon the welfare of the Historic Black colleges, it is concerned that community colleges that are doing the job have the opportunity to be formally and financially recognized for their efforts. Presently, HEA Title III is the only avenue for that recognition. It should be noted that the CBAA considers itself in partnership with advocates for the financing of Historic Black colleges and institutions outside of the mainstream of higher education that are concerned with the educational welfare of minorities and the poor. However as earlier stated, community colleges also need to be recognized for this effort.

The Council supports the position of the American Association of Community and Junior Colleges to seek an increased appropriation for Title III without an increase in the percentage set aside, or an increase in the percentage set aside as earlier cited if the appropriation is not increased or reduced. It further agrees that Title III should not be divided into two parts, one for four-year colleges and the other for two-year colleges. The guidelines should be such that all colleges who qualify can apply and participate in the program.

Title X — The Establishment and Expansion of community Colleges

The CBAA recommends that the 1976 revisions to Title X be funded and implemented. If Title X were funded, as revised, it would provide grants that would allow community colleges to tailor curricula, counseling and support programs to the needs of nontraditional students who are more and more prominent in the enrollment of all segments of higher education. The funding and implementation of Title X would also relieve the competition for Title III monies.

Title I — HEA

The CBAA recommends that Part A — Title I be rewritten or properly modified to recognize the contributions of community colleges to community service. Revisions to Title I legislation should include regulations and procedures that insure that appropriate funds are provided community colleges for their programs of community enrichment, continuing education, and other opportunities provided through this source of funds.

The 1978 Assembly of the AACJC, which included a broad cross-section of participants, reaffirmed an educational commitment to life-long learning. Consequently, the CBAA recommends that Part B Title I authorized in 1976 be funded and implemented. Although Lifelong Learning does not cater to a specific group, the growing senior population of this country is due the opportunity to continue their viability as American citizens and as persons of dignity and worth.

Federal-State Regulations

The CBAA in general and in principle supports the concept of state and local autonomy in the administration and implementation of federally sponsored programs. It does, however, recognize the need for certain categorical programs if their desired ends are to be appropriately served, particularly as they relate to minorities. To this end, the CBAA recommends that regulations and procedures for the various titles demonstrate a recognition of this paradoxical situation. It should not be necessary, using the words of Vernon Jordan, to "throw the sheep to the wolves" to provide state and local autonomy.

Department of Education

The CBAA endorses with reservation the establishment of a Department of Education. While on the surface, the positive benefits to be derived from such a department appear to weigh in favor of its establishment, not enough is known about the possible political intrigue and implications for education that will accompany such a move. From a very objective perspective, such a department would appear to be an appropriate organizational move to bring about better coordination, control, and representation for the American institution of education.

TRIO Programs

The CBAA concurs with the AACJC recommendation that the TRIO programs, Upward Bound, Talent Search, Special Services and Educational Opportunity Centers be considered into one grant program. A consolidation of this kind would make it possible for institutions to make available special services needed for special students. The CBAA also supports the recommendation for program changes that will allow the participation of adult and part-time students in addition to youth. The CBAA, in concurring with the AACJC recommendation, cautions that the consolidation of the TRIO programs should improve upon but not abort their original intent.

The above statements and positions of the Council on Black American Affairs on the proposed Amendments to the Higher Education Act of 1965 are not all-inclusive. They do, however, address those segments of the Act which are felt to be of priority significance to community colleges and their students. □

TABLE I

PERCENTAGE OF TOTAL POSTSECONDARY UNDERGRADUATE ENROLLMENT BY RACIAL CHARACTERISTICS, SEX, FULL-TIME AND PART-TIME ATTENDING TWO-YEAR COLLEGES IN 1976*

	Non-Res. Alien	*Black*	*Amer. Indian or Alaskan Native*	*Asian*	*Hispanic*	*Minority Subtotals*
Men						
Full-time	25	40	55	37	48	40
Part-time	74	97	99	99	65	87
Sub-total	34	56	72	57	54	54
Women						
Full-time	29	38	46	31	46	39
Part-time	79	97	99	95	95	96
Sub-total	43	58	70	53	64	59
All full-time	26	39	50	34	47	40
All part-time	76	97	99	97	79	91
Total	36	58	71	55	59	56

*Source: *American Association of Community and Junior Colleges 1979, AACJC 1976, REGIS data 1976 and NCES 1977.*

Implications of Proposition 13 for Minorities and Community College Education

By Donald H. Godbold

The Jarvis/Gann Initiative popularly known as Proposition 13 was inspired by Howard A. Jarvis, Director of the United Organization of Taxpayers and President of the Apartment Housing Association of Los Angeles, Inc., and Paul Gann, retired realtor and Chairman of the People's Advocate, Inc. The initiative was put before the voters of California as a referendum after an overwhelming demonstration of endorsement by the citizenry of the state. The referendum was approved by the voters in an election held June 6, 1978.

Passage of Proposition 13 resulted in an amendment to the California Constitution that limits local property tax rates and makes it more difficult to increase other state and local taxes. The amendment has resulted in reduced property tax revenues for California local governments. Local tax revenues have been used to support city governments and many public agencies and services such as: Parks and Recreation, Libraries, Police and Fire Departments, and, particularly, education from kindergarten through community/junior college. The Chancellor's Office of the California Community Colleges has estimated a five hundred million dollar loss in revenue to California community colleges alone, or 65.7% of previous revenue generated by local property taxes state-wide.

The magnitude of the passage of Proposition 13 is further demonstrated by the fact that Federal revenues should increase by $600 - $900 million for fiscal years 1979 and 1980 as the result of the reductions lost to the state of allowable tax deductions on individual and corporate tax returns. Additionally, the Wells Fargo Bank recently donated approximately 1.2 million dollars of increased revenue from Proposition 13 to state-wide programs. Ironically, a corollary to the money lost to the Federal government is the prospect that much of it will be used for social welfare programs to aid those who become unemployed.

Ostensibly, voter approval of Proposition 13 represented a taxpayers revolt against (1) the levying of ad valorem taxes (taxes that can be levied without voter approval); (2) big government and inefficient use of the tax dollar; (3) inadequate response to the Serrano-Priest legal case upheld by the California Supreme Court which ruled that the financing of K-12 education from local taxes penalized schools in poorer districts; and (4) a reaction to the apparent ineptitude of the Governor and State Legislature to resolve the paradox of rising taxes and a huge unused state surplus of tax dollars. It would appear that, indeed, the rhetoric for such a revolt was credible.

Proposition 13, however, has been received by many, particularly Blacks and other minorities, with ambivalence. On the one hand, it is viewed by Vernon Jordan, national Executive Director of the Urban League, as another of the legalized acts epitomized by the Bakke decision representative of the regressive trend taking place throughout the country to further impede or turn back the clock on minority progress. On the other hand, Bayard Rustin, National Director of the A. Philip Randolph Institute, N.Y.C., and noted Black leader, views Proposition 13 as indeed a taxpayers revolt devoid of racial implications.

By still others, it is viewed as aiding primarily those who own large amounts of income property, big business, and others similarly economically situated at the expense of those in the lower echelon of employment, the non-propertied and those otherwise disadvantaged. However one may subscribe to these attitudes, the fact is that taxes have been reduced which has benefitted both minority and non-minority property owners.

The implications of the passage of Proposition 13, however, tend to suggest portentous forebodings for many who happen to be minority. The impending aftermath of Proposition 13 and similar mentality throughout the country may represent classic examples of sublimated racism. Proposition 13 has resulted in a new mentality in California towards revenue produced by means of taxes. That mentality is one of austerity, frugality, caution, and reduction or cutback in many areas that directly affect minorities. The nebulousness of the Bakke decision and the passage of Proposition 13 provide the excuses necessary for many to question affirmative action and other social programs aimed at providing opportunities for Blacks and other minorities to reduce racism; recommend reductions in staff that affect Blacks and other minorities; and eliminate other opportunities that accrue to their benefit.

Education in general, and particularly community colleges, are most vulnerable to this new mentality. The effect on minorities could be dramatic when consideration is given to the fact that approximately 80% of minorities who enter higher education as first-time freshmen do so at community colleges. Community colleges have also provided employment opportunities for many who are minority. Such activities now taking place in California Community Colleges include:

(1) **Elimination or reduction of instructional and supportive service programs.** These programs include ethnic studies, counseling, tutoring, and basic skills development among others.

(2) **Reduction in Force (RIF).** The elimination or reduction of programs is directed at reducing staff. Besides being the last hired, many Blacks and other minorities are found on "soft money" in supportive

services. Seniority rights being applied as part of tenure could serve to undo the little that has been accomplished through affirmative action.

(3) **Reexamination of the Mission and Philosophy on which the Community College is based.** The question is raised about open admissions, peoples colleges — providing something for everyone — non-punitive grading, quality instruction, comprehensive programs (liberal arts and occupational), and instruction in basic skills. The mission of the community college and its relationship to minorities has represented its viability and excitement.

The role of community colleges as primary advocates and implementers of the concept of life-long learning could be severely impaired. The trend and increase in student enrollment has been towards more part-time students attending evening classes. The average age of students in attendance at community colleges, nationally, approximate 29 years. The high incidence of blacks and minorities among these students tend to indicate that the ease of access to education at community colleges provides opportunities that would be severely impaired for minorities if the accepted mission of community colleges was eroded. The regressive tendencies of Proposition 13 could have this effect.

(4) **Curtailment of Community Services and Outreach Programs.** Many Blacks and other minorities have found the educational right-of-way as the result of community outreach programs. Proposition 13 in California has eliminated tax revenue for support of community service programs. Having been provided to the community at no cost, it is unlikely these programs can be maintained from general fund dollars unless they are put on a self-sustaining basis. Community services could very likely become expendable in other areas of the country affected by a similar "taxpayers' revolt" if not already self-sustaining.

(5) **Further Encroachment of Government on Local College/District Autonomy.** California colleges would not have been able to begin their fiscal and academic year without state aid in the form of a special state allocation to compensate for the loss in local revenues. However, with the allocation came certain mandates that dictated the manner in which the money had to be spent, e.g. maintenance of certain programs at 85% of the previous year's expenditures. Although there is the need for some state supported categorical programs, such as, Extended Opportunity Programs and Services (EOPS), programs for the handicapped, etc., maximum local autonomy is felt axiomatic for community colleges to properly serve the constituents of their service area, many of which include sizeable populations of minorities.

(6) **Examination of the Use of Federal Money.** The loss of revenue resulting from Proposition 13 has greatly reduced California's ability to provide matching money for participation in federal programs. Federal money has provided a means of compensating for college neglect of programs aimed at assistance to minorities through a variety of supportive services. The enactment of this legislation represents a severe blow to many colleges that because of minority enrollments have had some success in attracting federal money that has accrued to the benefit of the total college.

(7) **Reduction in Capital Construction and Facility Maintenance Money.** Proposition 13 has virtually eliminated spending for capital construction. The need exists for improved facilities, elimination of portables and other substandard structures predominantly located in colleges in minority areas.

(8) **Reduction in Student Services, Athletics and Extra-Curricular Activities.** The programs first examined for elimination or reduction are those equally as important for minorities as those in the classroom. Counseling and health services are targeted for reduction. Childcare Centers are subject to being closed. Athletic programs are being consolidated or reduced.

(9) **Examination of Student Tuition.** This may not appear to represent a major issue in other states. It is, however, a major issue in California where students are not charged tuition or fees to attend community colleges. Close to 45% of all students enrolled in higher education in California are enrolled at community colleges. California community colleges also enroll the majority of minority students in higher education. Tuition for attendance at California community colleges could place a severe limitation on minority students. Proposition 13 mentality in other states could result in significant tuition increases that would also place a limitation on access to education at this level.

The above are only a few of the many kinds of effects being felt by community colleges in California resulting from the passage of Proposition 13 that can have detrimental effects on educational opportunities for minorities.

The intent of this statement is to apprise and possibly educate those who read it of some of the more submerged implications of Proposition 13 and its regressive and negative effects on minorities. Should the contagion of this mentality prevail since it has already presented itself nationally and even internationally, consideration should be given to the quality of human life for all people that can result. The haves should not continue to have at the expense of the have-nots, just as, the haves should not be taxed inordinantly. It behooves all of us to suggest alternative approaches to the resolution of these issues related to the nation's economy that are responsive to human needs and individual dignity; the gains of minorities; and the continuation of programs, particularly in education, that make this possible.

It is the recommendation of the National Board of Directors of the Council on Black American Affairs (CBAA) affiliated with the American Association of Community and Junior Colleges (AACJC) that the AACJC join with the CBAA in endorsing and promulgating this statement of the potentially harmful effect of legislation prompted by Proposition 13 mentality on minorities at community colleges

and the community at large to member institutions and other appropriate agencies and bodies nationally, including the espousal for consideration of human need and the need to provide education as an investment in human capital even in times of economic austerity.

It is further recommended that in the wake of Proposition 13 the AACJC aggressively address the preservation of the community college mission and philosophy including among others:

(1) Open admissions.

(2) Community colleges as peoples' colleges dedicated and committed to equal opportunity for all persons who can profit from instruction at this level in recognition of the need for life-long learning manifested by performance oriented community based postsecondary education.

(3) Maintenance of a cost for enrollment which is within the capacity of the broad economic spectrum of the community to afford; rather than significant increases in tuition and fees that preclude against enrollment of many minorities and other disadvantaged.

(4) Local control with respect for the need to develop and implement viable programs that relate to local educational needs without unnecessary governmental control and intervention. Recognition is given to certain kinds of categorical programs too costly or provocative to undertake at local expense for the welfare of minorities that of necessity should and must relate to governmental regulations.

(5) Community service in outreach, special interest, and cultural programs.

(6) Comprehensive community colleges providing liberal arts and occupational programs including programs of strong and aggressive student services encompassing counseling, financial aid, tutorial services, special instruction, child care, and basic skills development.

(7) Affirmative action programs to maintain progress made by minorities at all levels of employment.

For educators who have a concern about the efficacy of community colleges for Blacks, community colleges do represent fertile resources for recruitment of students to four-year colleges. The predominantly white colleges readily recruit and encourage our students to enroll at their colleges. This same kind of effort is not evidenced from the Historic and predominantly Black colleges. many of our Black students and probably some who are non-minority would be most responsive to the opportunity to attend one of these colleges. Further, it is not axiomatic that if community colleges did not exist, Blacks in great numbers would attend traditional Black colleges. The enrollment at these colleges would increase. However, the most significant effect would be the denial of educational opportunity for thousands of Blacks and other minorities who would not be in attendance anywhere.

The CBAA strongly supports the efforts of the Historic Black Colleges to secure adequate financial and moral support of the nation. These colleges provided the only opportunity for southern Blacks to obtain a higher education for three-quarters of a century with few exceptions. However, it is the position of the CBAA that we provide a valuable service to Blacks seeking postsecondary education who would otherwise not have this opportunity. We wish to form a partnership with the Historic Black Colleges in this commendable undertaking. Both of these educational entities have much to offer in the development of this country's human resources. Unfortunately, we are being pitted against each other in what appears to be a systematic approach towards planned destruction of the opportunities being provided by both entities. If the 1976 revisions to Title X for community colleges were to be funded and implemented, the apparent competition with which we are faced would not be necessary. The CBAA would welcome a coalition with our brothers and sisters at Historic Black Colleges in the continuing struggle to attain equality and dignity as a race.

The CBAA is resolutely committed to the principle that community colleges do not become the tracking system for higher education and the dumping grounds for blacks and minorities. the Council feels that an effective alliance with proponents for the Historic Black Colleges in advocacy for education of highest quality for all students at both levels will preclude this from happening.

Community colleges have also shown themselves to be innovative in instructional methodology, program orientation and the provision of services to the community. Community colleges are experimenting with self-paced and competency based instruction that accepts students where they are in the knowledge of subject matter and allows them to complete a course at their own pace. Modular approaches to instruction that allow open entry-open exit of students are being implemented. Team teaching and differentiated staffing approaches are being used. At some colleges, facilities are being used twenty-four hours. At others, child care centers are provided for students who are unable to afford this expense in order to attend college. Conversely, courses are also being offered in the community where the people are. Most notably, community colleges readily lend themselves to the concept and implementation of lifelong learning, which very appropriately meets the needs of many who are Black. The attainment of knowledge to enhance the quality of life does not always have to lead to the attainment of a degree or be represented in a statistic.

In these few pages, an attempt has been made to summarize on behalf of the Council on Black American Affairs the role of the community colleges and the opportunities they have provided for Blacks. Additionally, a position or response to criticisms with which community colleges have been faced in the education of Black students has been set forth. Unless more attention is given to the most valuable medium for Blacks and resources provided community colleges, the colleges will continue to be affected by the subtle regression of Black and minority opportunity now taking place throughout the country in many of our American institutions. Should this opportunity end, it will truly represent the end of the Second Reconstruction. □

Approved by the American Association of Community and Junior Colleges
by the Council on Black American Affairs

RESOLUTION

WHEREAS, The United States Supreme Court has made a decision on the landmark Allan Bakke case; and

WHEREAS, the nature of the decision does not preclude race being used as a factor to redress injustices to categories of people commonly referred to as minorities; and

WHEREAS, Affirmative action programs in institutions of higher education will be assessed and influenced by and within the legal scope and interpretation of the Allan Bakke decision; and

WHEREAS, the nation's two-year colleges play a major role in preparing members of these affected categories and others socioeconomically disadvanted for skill training and baccalaureate level education; and

WHEREAS, there remains ambivalence within the higher education community on the proper educational and moral interpretation of the Allan Bakke decision; and

WHEREAS, the Board of Directors of the American Association of Community and Junior Colleges represents an important and influential national body that speaks for the interests of community colleges and from which they receive consultation and advice on major issues affecting the higher educational community;

NOW, THEREFORE, BE IT RESOLVED that the Board of Directors of the American Association of Community and Junior Colleges reaffirms its commitment to the principles of affirmative action, their intent and fullest implementation, for the assurance that minorities, women and handicapped individuals will be provided the opportunity to participate and benefit from programs and services offered by the nation's two-year colleges; and

BE IT FURTHER RESOLVED, that the Board of Directors of the American Association of Community and Junior Colleges promulgates this reaffirmation to its member institutions and other associations with which the Association is involved to influence their reaffirmation of commitment to affirmative action in their personnel policies including hiring; staff reduction, educational programs; and services to minorities, women, and the handicapped

BE IT FURTHER RESOLVED, that the reaffiirmation of commitment to affirmative action policies in personnel administration and educational programs at two-year colleges be maintained in the effort to increase the potential of equal opportunity for all Americans to enhance and share in the welfare of America's human, political, and economic resources.

Western Region Workshop Summary

'Surviving the Implications of Prop 13'

(**Leonard O. Washington** — San Jose City College — Moderator; **Claude Ware** — Assistant Dean, East Los Angeles College; **Gus Guichard** — Executive Vice Chancellor, California Community Colleges)

SUMMARY

Gus Guichard opened the meeting and directed his remarks to the findings of the Chancellor's office in regards to enrollment reductions as a result of Prop. 13, and proposals from the Chancellor's office to the legislature, which, at this point, may or may not gain audience. He noted that among ethnic minorities, there had been a seven percent decrease in enrollment, and an overall nine percent decrease in Community Colleges since the passage of Prop. 13. These percentage figures are taken from the 9000 overall reduction number within California Community Colleges.

One of the proposals Mister Guichard disclosed called for a 12% increase in the Community College budget. The Government people (Brown) are countering with a 5.6% increase. No one knows how all this will turn out.

As Mister Guichard alluded to the need for a measuring device to aid his office in determining the effectiveness of "categorical services," Claude Ware made remarks that centered around Black instructors providing data to the Chancellor's office. Mister Ware's remarks were more in the nature of protectiveness for the Black instructor as opposed to a justification of their existence. Mister Ware pointed out that, if there was to be justification, it would serve the Black instructor as an offensive weapon in terms of law suits, etc.

After discussing both Mister Guichard's and Mister Ware's points, the following resolutions were agreed upon to present to the Council:

1. ***RESOLVE: That the Council render to the Chancellor's Office written and/or verbal support of "categorical services."***

2. ***RESOLVE: That the Council form local task forces within individual Community College Districts to monitor the activities of these Districts, and to report these activities to the Council for advice on action and/or as guarded information.***

3. ***RESOLVE: That the Council take the offensive rather than the defensive position in future dealings with the Chancellor's Office and/or local Community College Districts.***

4. ***RESOLVE: That the Council form individual Community College District task forces to study and provide data in regards to Black instructor effectiveness to the Chancellor's Office.***

Western Region

RESOLUTION FOR THE ADOPTION OF LEGAL SERVICES

WHEREAS, Black staff members are forced with loss of jobs, demotions, transfers, reorganization, consolidation, and other administrative action due to proposed reductions in the work force of many college districts, and

WHEREAS, It appears that legal assistance will be necessary to protect the rights of those black people adversely affected,

BE IT RESOLVED, that the Board of the Western Regional Council on Black American Affairs provide legal services for the membership of the Western Regional Council.

RESOLUTION — VOUCHER SYSTEM

WHEREAS, There is a move to undermine the very foundation of public education and to sound a death knell to public education as it now exists, and

WHEREAS, The voucher system has the potential to subsidize private, parochial schools to the detriment of public schools, and

WHEREAS, The coffers of private schools will be enhanced along with forming an unfair selection of instructors affecting the quality of education and perpetuating insensitivity, and

WHEREAS, More affluent parents would send children away from neighborhood schools to create an elite educational system and further degenerate the ghetto, and

WHEREAS, This system would cause to be created another layer of bureaucracy to administer such a voucher system, now, THEREFORE BE IT

RESOLVED THAT: That the Western Region of the Council on Black American Affairs strongly oppose the current California legislation and any proposed voucher system in any state.

North Central

Proposition 13, at first blush, was designed to give relief to the small taxpayer from ever increasing taxes and some measure of direct control over what kind of and how much taxes will be levied.

Before we rejoice (and most of us are in the small taxpayer category), and look at the issue purely from the point of view of bringing some measure of control and relief to the small taxpayer, let's consider the public services that are dependent upon those taxes.

Those of us who rushed in to support Proposition 13 soon discovered (however, not soon enough) that the basic mood and nature ofAmericans would have profound affects on the services and many things we have grown to take for granted. The first areas affected and or threatened by the passage of Proposition 13 (California is the only state that has passed Prop. 13 although many states plan to follow California) were assistance services to the poor, the old, the infirmed, the police and fire departments.

These areas were threatened to be cut and/or eliminated. Some of the small municipalities in the state of California claimed that they would have to fire the entire police and fire departments because Proposition 13 destroyed their budgets. It did not take long to realize that social values and traditional attitudes on race would dominate how and why decisions would be made about what systems to cut or eliminate and which ones should be maintained and/or supported.

In the state of California, special programs for part-time and minority students have already been reduced or eliminated. The cut in educational programs has caused a reduction in staffs. Any reduction in staff results in devastating cutbacks in the percentage of Black staff because we have the least tenure — last hired, first fired. The reduction of staff and programs also hits Black students disproportionately because the majority of the Black students are in school on "soft" money or are attending as part-time students.

Over and above the reasons illustrated as to the affects of Proposition 13 on the community college Black population is the fact that those items represent only the "tip of the iceberg." Proposition 13 has serious implications in regard to social programs, public or government assistance, aid to the elderly and department of children and family services.

Proposition 13 is for the state of California, yet it has set the tone for a nationwide conservative movement that is permeating all legislation. Proposition 13 must be repealed and positive, aggressive action must be taken by AACJC, CBAA and all councils to provide for equity education and services for all Americans.

JAN 11 1980